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**CENTRAL INTELLIGENCE AGENCY  
OFFICIAL ROUTING SLIP**

TO	NAME AND ADDRESS	DATE	INITIALS
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ACTION	DIRECT REPLY	PREPARE REPLY	
APPROVAL	DISPATCH	RECOMMENDATION	
COMMENT	FILE	RETURN	
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**Remarks:**

Colonel White:

STATAt our meeting of 8 February 1968 it was agreed that we would have another go at drafting a retirement rationale. [ ] has come up with the attached redraft. To save time I have forwarded "Eyes Only" copies of this to the Deputies, the IG and the General Counsel and asked for their comments. Hopefully these will be available for the next meeting for a final agreement.

STAT

R. L. Bannerman

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FROM: NAME, ADDRESS AND PHONE NO.

DATE

29 FEB 1968

Deputy Director for Support 7 D-26 Hqs.

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**RATIONALE OF CIA RETIREMENT POLICY**

**Policy**

It has been the policy of the Central Intelligence Agency since 1959 that all employees should retire as soon after attaining age 60 as they are eligible to receive an annuity. Until 1967 this meant retirement at age 60 with 30 or more years of service or at age 62 with 5 or more years of service. In 1967 the Civil Service Retirement Statute was revised to provide an immediate annuity at age 60 to employees with 20 or more years of service. Agency policy was adjusted accordingly so that currently all employees with 20 or more years of service are expected to retire at age 60 unless extended in service for the best interests of the Agency.

This retirement policy was adopted as being necessary to the development and operation of a system of personnel management in CIA that would give the greatest assurance that the Agency would be staffed on a continuing basis with personnel of exceptionally high intellectual capacity, viability, and dynamism. Although a retirement policy such as this has no precedent in normal civilian government service, it is considered an essential parameter in the Agency's total program of personnel management.

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The CIA personnel program has as its basic tenets the following:

- a. The role of the Agency to provide intelligence information and intelligence estimates bearing on the national security to the highest decision-making levels of our government deserves the application of the best intellects that can be obtained.
- b. That the depth of involvement at all levels of employment in the secret intelligence activities and deliberations of our government requires staffing with persons of the highest character, integrity, discretion, emotional stability, and loyalty.
- c. The process of intelligence collection, correlation, and evaluation is inherently and significantly different from most vocational applications of equivalent skills and educational disciplines. Further that the applications are so different that the know-how can be found at intermediate and senior levels only if developed by many years of on-the-job progressive study and experience.
- d. The requirement for both a managed career development program and the need to staff overseas activities regardless of the location or circumstances of employment demands a disciplined employee body willing to accept directed reassessments with the conviction that so doing is not only in the best interests of the government but of the individual.

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e. The constantly changing international scene and the nature and techniques of intelligence collection generate a requirement for personnel of the highest versatility, ingenuity, and currency of scholarship. At the same time, new situations and intelligence methods generate staffing requirements for skills and educational background that cannot be found or quickly developed among the existing staff. There is, therefore, a never-ending need both to seek new personnel with specialized qualifications and to release employees whose skills and experience are no longer required and who cannot be retrained and redeployed for any of numerous reasons.

The CIA system of personnel management has evolved from these tenets. It is featured by:

a. A recruitment and selection program designed to seek out and employ on a career basis only persons of excellent character, mental and physical health, high intellectual capacity, superior education, and high potential for development. Selection standards are variable with respect to the differing fields of vocational specialization but are uniformly stringent in the pursuit of a total staff of unusually high excellence.

b. Programs for the career-long reevaluation of the performance, adaptability, personal attributes, character, and

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mental and physical health of Agency employees. The objective is to identify early those developing problems and to correct such problems where possible; alternatively, to remove from service those who for any reason can no longer be fully useful or counted upon to perform at the high levels deemed essential.

c. Programs for the utilization of personnel based on the philosophy of managed career development. The program features on-the-job training and the acquisition of know-how developed by reassessments through a progression of positions of increasing responsibility and scope. In addition, there is an extensive continuing program of academic training and higher education.

d. Competitive promotion and assignment policies and practices designed to ensure that the best qualified individuals at every level receive important assignments and rise through the ranks to senior levels. Willingness to accept directed assignments and reassessments is a requisite to career advancement.

In terms of the foregoing, the reasons for the Agency's unusual policy to require retirement at age 60 begin to become apparent. The adoption of a policy to employ personnel on a career basis and then only those who have unusually high qualifications and potential creates the need to provide these persons with the opportunity to find career satisfaction and advancement at

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least equivalent to that they would encounter elsewhere in their chosen field of academic and vocational endeavor. Regardless of patriotic and other motivations that might incline them toward employment with the CIA, they will closely examine the Agency for evidence that such opportunities exist.

Agency experience has been that most employees arrive at or near their career peaks during the 10 year age span of 45 to 55. The senior journeyman level of employment in the Agency is in grades 12, 13, and 14, depending upon area of specialization. The pyramid of supervisory and staff specialists above the senior journeyman level decreases in numbers rapidly through grade GS-18. There is accordingly intense competition among a group of exceptionally well-qualified individuals to enter the senior levels of management. There are also unavoidably substantial numbers of individuals who, although they readily and effectively rise to senior journeyman levels, have little opportunity to rise higher in view of the magnitude and intensity of the competition.

Federal civilian employees are generally eligible to continue working until age 70. Reports on the Civil Service Retirement System show that most employees desire to retire between the ages of 65 and 66. It is reasonable to assume that the average CIA employee would also desire to retire at these ages.

In the absence of a policy limiting the career span of CIA employees, those attaining their career peaks would remain at these levels and probably

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in their positions from ages 45 to 55 until age 65 and, in some cases, longer - a span of 15 to 20 years. Under these circumstances, it would not only be difficult of impossible to bring individuals of outstanding competence and leadership into senior managerial positions on a timely basis, but also the congestion will greatly retard at all lower levels the entire career program of reassessments, career development and progression. As this became apparent to employees, there would be serious disillusionment about careers in CIA. This would lead to resignations, particularly among the very best people. Further, within a few years, general knowledge of the slowness of career advancement in CIA would preclude even the initial employment of the high caliber personnel considered essential to the Agency's mission.

A partial solution to the problem has been the adoption of the policy of retirement at age 60. Since the entry age of CIA careerists is, by selection and planning, below age 30, most employees will have over 30 years of service for retirement computation purposes at age 60 and their annuities will be reasonably sustaining even though they engage in no subsequent employment.

There is yet another factor, not to be overstressed, that focuses attention on the desirability of limiting the career span in CIA. It is the effect in the abstract of the aging process itself upon the cognitive processes and the dynamism of individuals and their receptiveness to changing conditions, thought, and new assignments. It is undeniable that the aging process is

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regressive, and although the degree and timing of this regression varies greatly among individuals and the significance thereof varies with the type and level of the individual's duties, it is a factor to be considered by an agency of the government that believes its mission is one of highest importance and significance.

The CIA has particular reason to believe that its personnel at all levels must be of unusually high competence and integrity and the reason is derivative from the Agency mission. The CIA was established by the National Security Act of 1947. The Agency is responsible to the National Security Council which is chaired by the President of the United States.

The Director of Central Intelligence serves as the principal advisor to the National Security Council on all matters of intelligence related to the national security and CIA's responsibilities are carried out subject to the directives and controls of the Council.

CIA and other departments and agencies of the federal government produce intelligence commensurate with their respective missions. CIA has the basic responsibility of coordinating overall intelligence efforts of the Executive Branch to produce for the National Security Council the best intelligence estimates available to the government and to prevent needless duplication of effort among the several departments and agencies involved.

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The process of coordination, correlation, and evaluation is carried out within the framework of the United States Intelligence Board which is chaired by the Director of Central Intelligence. The product is evaluated information having a bearing on the national security interests of the United States which is used at the highest decision-making levels of our government.

The gravity and importance of the Agency's mission and the intangible nature of its end product clearly dictate that the personnel involved be of the highest possible competence, dedication, and integrity. The product itself - intelligence estimates - can only be judged as to their value by the test of time. At the moment of decision, the value of the product is the credence accorded it and this can only be the reflection of the total reputation of the Agency for having a total staff of exceptionally competent and reliable people. In view of this single fact, the primary managerial responsibility of the Director of Central Intelligence is to make this factually and recognizably true.

It is believed that the Congress and the Presidents have recognized the special staffing problems of CIA in enacting the legislation under which the Agency functions. The broadest of authorities have been provided for in the employment and management of Agency personnel and the Agency has been exempted from statutory provisions applicable to normal federal civilian

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employment that would impair the Director of Central Intelligence in the pursuit of optimum excellence in Agency staffing.

In this connection, it is noted that Section 102(c) of the National Security Act of 1947 gives the Director of Central Intelligence the authority to terminate the employment of any officer or employee of the Agency whenever he shall deem such termination necessary or advisable in the interests of the United States. The Agency policy of retirement at age 60 is, in effect, the expression of the Director's judgement that a limited career span for CIA employees is in the best interests of the United States as an essential factor to the operation of the total Agency personnel management program.

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COPY

TRANSMITTAL SLIP	DATE 6 February 1968
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## TO:

Deps and Inspector General

ROOM NO.

BUILDING

## REMARKS:

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I received the attached paper from Larry Houston after distributing the retirement policy package yesterday. I have not had an opportunity to compare it with that prepared by [redacted] [redacted] but think there is not a great difference. I will welcome any suggestions at the meeting Thursday for improvement of the rationale.

STAT

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LKW

## FROM:

Executive Director - Comptroller

ROOM NO.

BUILDING

EXTENSION

FORM NO. 241  
1 FEB 55REPLACES FORM 36-8  
WHICH MAY BE USED.

(47)

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**Remarks:**

Attached is a draft memorandum of the rationale on the CIA retirement policy prepared by Mr. Houston and a rewrite prepared by him of Mr. [redacted] proposal on the same subject. He asked that I get these to you today in his absence.

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[redacted] & Hattler  
rec'd copies fr OGC.

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FROM: NAME, ADDRESS AND PHONE NO.	DATE
Associate General Counsel	2/5/68

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FORM NO. 237 Use previous editions (40)

168-1471/4

DRAFT  
OGC:LRH:jeb  
5 February 1968

MEMORANDUM FOR: Director of Personnel

SUBJECT: Retirement Policy

Based on your review and report to me of the personnel needs of the Agency and my own knowledge of the Agency's personnel requirements, I am convinced that an early retirement policy is essential to the proper functioning of the Agency. For employees who are not participants in the CIA Retirement and Disability System, I therefore confirm the policy established in 1959 that retirement should take place for them at age 60 or, if not then entitled to an annuity, at age 62. You will, therefore, continue to administer this policy under the established rules and regulations.

Director of Central Intelligence

68-14773

DRAFT  
OGC:LRH:jeb  
5 February 1968

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Retirement Policy

1. The mission of the Central Intelligence Agency is to provide the most accurate, comprehensive, and objective information about national security matters together with whatever can be learned or deduced about possible impending foreign developments for the President and his senior advisors in the field of foreign affairs.

2. By the very nature of this mission, the value of the Agency's product can be measured only by the test of time. The credence placed in our efforts during our Government's decision-making process is therefore completely dependent upon the trust and confidence accorded the personnel of the Agency by both the contributors to and the users of our product. Any lessening of such trust and confidence in our personnel will result in a corresponding lessening of the weight accorded to our product, and to this extent the Agency would be failing in its mission. Clearly the Agency's primary responsibility is to create and maintain

an organization of persons who collectively are held in the highest esteem.

3. In order to employ and maintain a staff of the highest competence, integrity, and healthful vigor, the Agency has developed a comprehensive program of personnel management. Initial selection for employment is based on a nationwide search for persons of the highest qualifications regardless of the level of work they will initially perform or their area of vocational specialization. Superior qualifications, character, and high potential for development are the key criteria in the selection of new employees. Their subsequent utilization is based on a philosophy of career development featured by on-the-job training which is achieved by movement through a wide spectrum of varied, though related, positions of increasing responsibility, by a continuing program of formal training and advanced education as appropriate, by a continuing program of reassessment of mental and physical health, personal attributes and character, and by a vigorous program to separate from employment those individuals who for any reason can no longer be counted upon to perform in the effective manner deemed essential to the best interests of the United States.

4. The problem inherent in seeking to employ only those who have superior qualifications is that such persons are well

aware of alternative career opportunities available in their chosen field of academic and vocational specialization. Regardless of patriotic and other motivations that might incline them toward employment with the Central Intelligence Agency, they will closely examine the Agency for evidence that opportunities exist for their development and advancement at a rate no less favorable than that they would experience with other employers.

5. Experience shows that Agency employees expect to be at or near their career peaks by the time they are age 50. The Agency, however, cannot provide such a rate of career development and advancement in the absence of an effective and psychologically acceptable means of limiting the span of employment. Federal civilian employees are generally eligible to work until age 70. Reports on the Civil Service Retirement System show that most employees desire to retire between ages 65 and 66. It is reasonable to assume that the vast majority of CIA employees would also desire to retire at these same ages with only small numbers retiring earlier or later.

6. In the absence of a policy limiting the career span of CIA employees, those reaching their career peaks at about age 50 would of necessity remain at these levels and in their positions from age 50 to 65 or older--a span of 15 or more years. Adverse

results are unavoidable. Not only will there be in time a loss of initiative, creativeness, and enthusiasm among those at the peak of their careers, but career progression will be impeded and delayed for all persons in lower levels. Normal attrition from various causes will provide relief; however, the Agency has always had an exceptionally low rate of attrition as compared to most, if not all, other agencies of its general size. It is an inescapable conclusion that opportunities to develop, stimulate, and challenge personnel by means of steady and progressive reassignment to positions of increasing responsibility and higher rewards will be drastically curtailed. The inevitable result would be early resignations, particularly among the best employees. Within a few years, general knowledge of the slowness of career advancement in CIA would preclude even the initial recruitment of high caliber people. The only solution to the problem appears to be the adoption of a policy which would normally result in a shorter career span than one running to age 65 or 70. Such a policy is applied to a portion of the Agency employees by the CIA Retirement Act of 1964, which provides for mandatory retirement of employees less than grade GS-18 at the age of 60 and voluntary or, at the discretion of the Director, mandatory retirement by participants as early as age 50. This covers only a comparatively

small portion of the Agency employees who are engaged in highly specialized activities presenting a variety of unusual problems.

7. The more general problem has to do with Agency employees who are not participants in the Agency retirement system. The considerations set forth above led the Director of Central Intelligence to the conclusion in 1959 that all these Agency employees should retire at age 60 or, if they were not entitled to an immediate annuity at that time, at age 62. Experience since that time has shown that continuance of this policy is essential to a proper personnel program for the Agency based on the following considerations:

a. The need for the rate of career progression which will attract, develop, and retain the caliber of employees required for the work of this Agency.

b. The need to shorten the career span of officers and employees who had reached the top of their capabilities in their field of vocational specialization to provide opportunities to bring into senior positions persons of higher qualifications, vigor, and potential than the incumbents.

The only exceptions to this policy should be based on employees possessing unique or rare skills and in certain cases of unusual personal hardship.

Director of Personnel